DEPARTMENT OF THE INTERIOR NATIONAL PETROLEUM COUNCIL

18th And C Streets, N. W. Washington, D. C.

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PROCEEDINGS

CHAIRMAN TRUE: The meeting of the National Petroleum

Council will please come to order. I would like to extend a

welcome to our new members. It is a pleasure to have you at

our first meeting of the new fiscal year.

Because of an unforeseen commitment, our distinguished Co-Chairman, Mr. Morton, is unable to be with us today, however, we are very pleased that Governor John Love has consented on short notice to be with us. I know that he has a pressuring schedule and for this reason we will depart from our agenda and allow him to speak prior to the roll call and introduction of new members.

It is now my pleasure to introduce a man with whom I am sure you are all familiar. He is new in Washington, but has served with distinction as Governor of Colorado for ten years.

When President Nixon issued his recent Energy Message, he tapped the Governor to head the new Energy Policy Office at the White House. As the Director of this office, we welcome his leadership in this very important area.

It gives me great pleasure to present to you Governor John Love, Director of the Energy Policy Office.

REMARKS OF GOVERNOR LOVE

GOVERNOR LOVE: Thank you very much and good morning.

When I did receive a call, I was very pleased to come over and read you perhaps a few remarks about my new office.

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I think perhaps the first question, and perhaps a little biased, is "What is a nice guy like me doing in a place like this"?

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The bias is the indication that I am a nice guy.

But to get back to how this need did occur, I remember saying on several occasions, we badly need a national energy policy. Someone may have overheard me and I find myself in a position where this has been indicated. As Assistant to the President, I am heading the Office of Energy Policy.

The office is designed to establish policy, be the primary advisor to the President on energy policy, and to giving coordination and direction to the various agencies which have responsibility to the field of energy.

As you well imagine, I am up to my ears in reports. I find there is no lack of publications on the energy problem or the energy crisis, and I feel a little bit like I landed right.

Let me say I do look forward to working with all of you. In my viewpoint there is no quick, easy answer, panacea. We are going to live with the very, very tight situation for the foreseeable future. The long range can be looked at parhaps more optimistically, as you know, than the short range.

It is the kind of problem that is going to have to be fought on all fronts and on all sides. I believe, basically, and I don't believe I overstate it, the importance of energy

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to this nation, and to our world, our society as we know it, makes the forthcoming decisions in the areas in which we seek to find additional energy -- not only petroleum but the whole range -- uranium, coal, hopefully fusion and maybe solar and so on -- the whole problem is broad enough in its problems side and also on the reliance our whole affluent society places the need for energy so that it is going to be one of the great dialogues and debates, at least for the next decade.

I am a little concerned at the present time that we do make sure that proper information, knowledge, is conveyed to the public. At least a portion of the FPC troubles me, not on the basis of a charge or they are accused of any wrong doing, but whatever the facts in that situation are, they tend to get in the way of the full information the public needs and is entitled to to make the decision we are going to have to make. And not to throw it off on some sort of plot.

The problem is as much a consumer and demand problem as
it is a supply problem. We are going to have, at least for
the short term, to develop truly a conservation ethic. We are
no longer going to be able to control and waste energy.

Beyond that, the decision of whether we indeed can, with the greatest of effort, build the technology, do the innovations and inventions and so forth that will allow a doubling again of our energy demand every 12 or 15 years, is still a decision I don't think has been made.

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But let me say, all of the problems, the interface energy, the environment, the whole problem of America's position in the world, secure to balance of payments and so on, are nevertheless, as a matter of instinct and commitment, come down on the side of the fact that indeed man is and has been endlessly innovative, inventive, to get out the job. provide, and will provide, the energy that is necessary with the continuation of the kind of society we intend to build and continue to support in the United States of America.

I will need all of the help and support you can bring and I look forward to working with you. Thank you very much.

CHAIRMAN TRUE: Thank you, Governor, for your remarks. I know that your schedule is very tight, and we sincerely appreciate the fact that you made a special effort to be with us.

I am grateful that we have had the good fortune to also secure another great speaker - a man whom I am personally very proud of because he is from my State of Wyoming, a great gentleman, a true statesman and a close personal friend, and a man who is admired by all of you because he speaks eloquantly on the energy issues which face us today, a member of the Senate Interior Committee, it gives me great pleasure to present Senator Glifford P. Hansen.

REMARKS OF SENATOR CLIFFORD P. HANSEN

SENATOR HANSEN: with the ever increasing proposals being offered by self-styled experts to end the energy crisis --

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or punish those responsible for it --, it is a pleasure and distinct honor to be here this morning with a distinguished group, the "Real McCoys" as far as the energy crisis is concerned.

You are the realists.

You and your associates have discovered the oil. know about the multitude of activities and investigations that take place prior to drilling. You know about borrowing money, the difficulty in persuading others not regularly in the oil business to invest their dollars in your ventures. You understand the motivation behind the doers in our economic life; the role the profit motive plays in choosing investments -and where to make them -- North Dakota, North Africa, the North Slope or the North Sea. You've also learned that the Arctic deep freeze may extend thru several summers. Likewise the realities of life help determine for most Americans as to whether to be an oil man, a manufacturer, a farmer, or if your frustrations with government is exceedingly high, a politician. Recent developments, I am told, would indicate that the last mentioned profession is losing some of its glamor. Don't assume I'm dismayed as a practicing politician. I've always felt there was too much competition anyway.

The other group of energy experts, albeit self-styled --have a head start on you.

They are not inhibited or restrained by the facts.

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They have the support of environmentalists:

- -- Those who believe we're using too much energy -- and insofar as waste goes, I admit we are.
- -- Those who believe our total energy sources are finite and may last, at best, not more than from one to a few hundred years.
- -- Those who believe that we can and should change our ways and our life styles so as to use practically no energy.
- -- Those who believe that despite all other considerations, the immediate improvement of the environment warrants and justifies the immediate implementation of all proposed environmental constraints and prohibitions, and others we may not yet have thought of.

This group is not concerned about:

- -- National security;
- -- Industrial capability and output;
- -- Economic stability and balance of payments;
- -- Our standard of living;
- -- Jobs for Americans:
- -- America's role in world affairs -- which includes foreign policy.

The self-styled energy experts have another distinct head start on you -- while there are exceptions, generally they have the media with them.

Read any paper, watch and listen to any TV commentator,

- -- The energy crisis is contrived.
- -- Oil men have had years of unfair tax advantages.
- -- All oil men are millionaires.
- -- Oil men dictate federal government policy.
- -- Oil men are polluters.
- -- Oil men are responsible for the energy crisis because they knew it was coming and didn't do anything about it.

One more observation must be made about our friends, the self-styled energy experts.

Many of them are politicians.

Sometimes, it is more important to fix blame on someone else than it is to work for real solutions.

Other times the seeming advantage of proposing immediate action is compelling.

Examples:

- -- Crash programs of research and development directed by newly created federal agencies and financed with billions of federal dollars.
- -- Divestiture of operations if they include more than one of the following operations: production, transportation, refining, and marketing.
 - Public utility regulation of the industry.
 - -- Nationalization of the industry.

Politicians have one other advantage on you. In case of

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trouble, they'll fix responsibility.

some pretty important members of the President's cabinet, not too many years ago, were saying close down all of the stripper wells, buy most of our petroleum abroad, save the American consumer at least five billion dollars annually. That was before they learned that others besides our Israeli friends in the Middle East could read English. And that, like the law of gravity, the law of supply and demand works in North Africa, too.

These are just some of the forces and background manipulating the curtains, lighting and props as the energy crisis moves on stage.

Political expediency is always important.

Phase IV which will soon become effective needs your close attention.

Should we hold prices down, thus demonstrating our earnestness in fighting inflation or, agreeing with Secretary Butz
that "you don't get more by paying less" let petroleum, whether
it be crude or refined product, rise in price.

Should we deregulate natural gas?

Should we weigh the wisdom of bonus bidding on O.C.S. leases in the context of the industry's need for capital?

This administration faces decisions that may outlive Watergate.

The wrong energy move now could make present-day shortages

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pale in comparison to those ahead of us.

Phase IV as proposed with respect to oil and gas goes
180 degrees in the wrong direction.

As you comment, keep in mind: politicans are going to demagogue this issue for all it's worth. Only when most Americans understand the facts, will things be changed.

And you will certainly have the opportunity during the next few months of countering the charges that have been and will be made. When Senator Moss withdrew his divestiture amendment to the Alaska pipeline bill, Senator Jackson said there would be hearings, probably joint hearings by the Interior, Commerce and Antitrust and Monopoly Subcommittee of the Judiciary Committee. And Senator Jackson has already announced his investigation by the Government Operations Subcommittee.

So there will undoubtedly be a bloodbath in the coming hearings and you can be sure that these hearings will have preference over any administration proposals, including decontrol of FPC regulation of natural gas production.

At least the industry has been forewarned and can be lining up its best troops to counterattack. Some of the treatment top-level industry witnesses have had in hearings this year should be a warning of what to expect, and I would hope such witnesses would speak up loud and clearly.

The industry has been a convenient whipping boy for the

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mental extremists. And you can be sure when the TV cameras are on, the candidates will be doing their thing. It will be no time or place for a timid witness or those of faint heart.

And there is no occasion for intimidation. You have a plausible

CHAIRMAN TRUE: Thank you, Cliff, for being with us today.

Assistant Secretary for Minerals and Energy, Stephen Wakefield,
has offered to pinch hit for Secretary Morton and it gives me
great pleasure to present him to you at this time.

REMARKS BY STEPHEN A. WAKEFIELD

story to tell and certainly nothing to hide.

MR. WAKEFIELD: Secretary Morton regrets very much that he cannot be here today and has asked me to express his regrets and to extend best wishes to you.

Since our last meeting, there have been a series of significant events for the American people and the petroleum industry which serves them.

while the American consumer may still face seasonal fuel shortages during the next two or three years, the possibility of a gasoline shortage this summer is becoming increasingly less likely. There is little question that motorists have responded to our conservation pleas. The rate of increase in gasoline usage this year from last year was six and a half percent in the first quarter. It was only 5.3 percent in the second quarter, when we were beginning our effort to have the public save fuel. The petroleum industry deserves a large

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measure of the credit for easing a potentially hazardous situation, and I want specifically to recognize that achievement. Although demand reached a record seven million barrels per day in June, refiners supplied that demand and actually improved the inventory position in gasoline. To do this, they ran their plants virtually flat out. Operations have ranged above 90 percent of capacity since the last week in May, and have exceeded 95 percent or 99 percent by the new APC definition, of capacity since the first week in June. This is a fantastic performance.

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While we appear to be beyond danger of a large-scale gasoline shortage this summer, consumer driving habits are still going to determine the margin of balance between supply and demand. Even with high refinery outputs we still face the necessity to hold increases in our gasoline demand to about four percent annually. Although none of these actions guarantee an optimistic situation, they do indicate that if government, industry, and the consumer continue to work together, we can go through the next two or three years with only minimal adverse effects.

I realize that this means operating plants at levels that many thought impossible. For others, it means delaying needed preventive meaintenance and accepting higher operating costs in the long run.

Unfortunately, few individuals -- either in Congress or

in the private sector -- have given recognition to the industry for the massive refining effort within the last few months, and I would like to personally take this opportunity to acknowledge your splendid efforts.

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On another -- and equally constructive -- note, the Senate passed the necessary Right-of-Way bill for the Trans-Alaska Pipeline and, unless something unforeseen takes place, we can expect the House to act on the TAPS legislation within the next week.

our increasing reliance on foreign sources of petroleum call our attention to the need for measures to mitigate the effects of sudden interruptions to petroleum supply. On December 5, 1972, my predecessor, Hollis Dole, requested the Council to undertake a study of such a contingency and the remedies which might be available. We appreciate the extreme complexity of the problem as it was posed in our letter of request, and we are grateful to the Council for the prompt and serious attention it has given to this important study. We shall wait the results of your work with great interest, for the data that you expose and the ideas that you generate are much needed for an intelligent, constructive government policy and program for handling potential interruptions to our foreign oil supply.

In another area of consideration some sectors of the petroleum industry, especially the largest companies, are under

fire for anti-trust action from the staff of the Federal Trade Commission, and at the state level in California, and in Florida. I do not intend to speak directly to the substance of any of these actions. However, I would like to give you some personal observations in regard to attitudes, not only in the Congress, but among the general public concerning the

I honestly believe that few Americans have a genuine insight or understanding of anti-trust issues, other than having a vague impression that there must be something sinister about big business, and that New York City had more than its share of World Series playoffs during the fifties and early sixties.

There was a period in the early sixties, in fact, when most sports section and editorial pages carried sclemn appeals to the Baseball Commissioner to "Break up the Yankees."

Although no such action occurred, front office problems, as well as those in the field, have kept the Yankees out of the World Series for years. However, in 1969, when the formerly ignominous New York Mets swept Baltimore in four out of five games, New York went wild again and predictably a number of editorials dourly observed, "Let's break up the Mets!"

resolved overnight. However, many of the criticisms lodged against industry and against government result from the fact

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petroleum industry.

that a large number of people grasp at the most simplistic solution. They must find a culprit. Industry, especially the largest companies, are obvious candidates.

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The fact remains, however, that the massive scale of our energy base as well as the complex time and economic relationships exclude simplistic answers. If there is a need for blame, I am convinced there is enough to go around.

Our current energy posture, after all, didn't develop overnight. For years, our domestic productive capacity has been leveling off, while demand has soured. For years we operated under government policies that today would be inexcusable. For years we have allowed our domestic refinery capacity to stagnate.

The root causes are far too involved to discuss in the time available to me today, or in a single volume report, or for that matter, in a ten minute speech on the floor of the Congress. The symptoms of these causes, however, will continue to make good copy for investigative reports, and excellent speech material.

I have no doubt that there are a few unquestioned instances where individual companies have enjoyed increases in first quarter profits by as much as 50 percent over previous year's levels. These are individual cases typical of the uneven performance of competitors in a private enterprise economy where some companies do better than others. Yet, how

many people in government, or in the general public, are able to look past the assertions of collusion and conspiracy to create the energy crisis, when some Congressman bases his charges on five isolated cases of what appears superficially to be excessive profits?

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How many members of the Congress are going to be willing to continue to support needed energy legislation, when they are unable to develop an insight into the massive capital and technological problems facing the private sector?

An increasing number of members of the Congress, on both sides of the House and the Senate, are evidencing constituent concern for the relationship between the structure of the petroleum industry and the availability and price of oil and gasoline. Some of them have for years advocated a minimum of government regulation in the private sector. Today, these same men are asking their colleagues to look again at passing increased responsibility for fuel supplies to the Faderal government, and still others are actively considering divestiture.

We now have the provisions of Phase IV, which are so new that it is premature for me to make any definitive statements about them. In general, however, it would seem that the problems of refiners and marketers in accounting for and recovering increased costs have been simplified by the new "roll-in" provisions; that a positive incentive has been created for

investment in both exploration for and increased recovery of domestic crude oil; and that the consumer will be protected against unwarranted price increases. There is reason to believe that a constructive balance has been struck between the legitimate interests of both producers and consumers in this important area of the nation's economy.

In my view, the remedy of last resort to alleviate our energy problems would be to put the Department of Interior in the gasoline marketing business. Nevertheless, everyone in government, in Congress, and industry is going to be increasingly faced with questions of this kind.

Consider just one example. Independent distributors and marketers have depended for years on the wholesale spot market and, in a sense, were created by the majors. Now, however, since demand for petroleum products are pressing hard against the capacity of domestic refiners, the integrated companies are understandably reserving to their own outlets supplies which in other circumstances would be available for independents. Let's be frank — the independent marketers account for 30 percent of the market, and they provide a major source of competition within the industry. While your stockholders may not appreciate it — both prudence and good corporate citizenship suggest strongly that some equitable plan for sharing the hardships of the present situation is in order.

As an initial step, we have since May 10, been involved

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in administering a voluntary petroleum allocation plan, which is designed to put every marketer back in the same place he occupied during the period between October 1, 1971, and September 30, 1972, with adjustments for newcomers since that time.

We have had something over two months experience with the voluntary program, with mixed reults. One of the major difficulties we have encountered is inherent in the nature of the program itself. A voluntary program, by definition, involves a series of company decisions which are purely discretionary. And these discretionary decisions are continually running into limits that are circumscribed by contract or anti-trust law which are not discretionary at all. The program thus appears to be limited in it effectiveness by these two durable features of existing law.

I should stress that any allocation program, whether voluntary or mandatory in concept, is merely a palliative, not a cure. It treats only the sumptoms, not the disease. Moreover, such a measure can be effective only so long, after which it begins to create more problems that it solves, for it attempts to substitute the judgment of a bureaucracy for that of the market place. The clear need is to get at the business of treating the basic disorder which produced the distress we are now feeling -- that is, to restore a proper balance between demand and supply.

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In addition to actions directly addressed to solving our energy problems, there is a critical need in industry, in government, and among consumers to develop an increased awareness of the dimensions of our energy posture. This means opening new avenues of communication, and establishing a dialogue with every sector. The day is passing when any partly can point his finger accusingly at the environmentalists, at big industry, or the Congress. I personally am gratified at the magnificent support industry gave in our efforts to develop consumer awareness to the need to conserve energy supplies. That, however, is just a beginning. We must do more. National Petroleum Council, for example, has given this Department and the Executive Branch invaluable assistance in developing innovative government policies that will help us meet our national energy needs. In the meantime, however, it is all too evident that many large corporations -- not just in the dil industry but in others as well -- are quick to dismiss consumer or congressional requests for a justification of company policy. In my view this is not only poor business, it's an invitation to more charges and accusations.

When the environmental movement first emerged, many corporate leaders assumed that all of that irritating mail could be shunted off to some obscure public office. More often than not the company president who persisted in carrying out this policy found himself in court with an even larger

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Well, the energy problem is not just a "public affairs problem." It is an issue of prime importance nationally. In my view, any corporate president or board of directors in the petroleum industry who believes that its Washington office alone can deal with National public opinion or Congressional reaction, is in for a similar surprise.

Industry may have to accept modification and changes, but the private sector will continue to represent our best opportunity to provide the American consumer with stable, clean energy supplies at a fair price. If industry is going to continue to perform in that role, you must ensure that the highest level of corporate management is striving to respond not just to consumer demands for products -- but to the consumer's need for understanding and insight into where our energy industry is, what it is doing, and where it's going.

Thank you.

CHAIRMAN TRUE: Vincent Brown will now call the roll and introduce new members. Rather than consume time with a name by name roll call, we will take the record of names at the door. However, I will ask Vince Brown to introduce the new members who have been appointed since our last organizational meeting last fall, and we are glad to have them present today.

REMARKS BY VINCENT BROWN

MR. BROWN: The appointment letters that go from

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CHAIRMAN TRUE: And now for the purpose of presenting a report of the Nominating Committee, I would like to introduce Mr. Ernest B. Miller, Jr., Chairman.

REMARKS BY ERNEST B. MILLER, JR.

MR. MILLER: Mr. Chairman, the Nominating Committee,
consisting of Carroll M. Bennett, B. D. Goodrich, Charles E.

Spahr, and M. A. Wright, would like to nominate the following
for the positions of Chairman, Vice Chairman and Executive

Director: Chairman, H. A. True, Jr.; Vice Chairman, Robert G.

Dunlop; Executive Director, Vincent M. Brown

In addition, I would like to nominate the following to be members of the Agenda Committee: Bob Burch, Maurice F.

Granville, Frank N. Ikard, John M. Kelly, H. M. McClure, Jr.,
D. A. McGee, John G. McLean, W. A. Strauss, Rawleight Warner,
Jr., M. A. Wright, Chairman.

To be members of the Appointments Committee, I would like to nominate the following: Perry R. Bass, W. T. Blackburn, F. Allen Calvert, B. D. Goodrich, Fred L. Hartley, John R. McMillan, Kenneth E. Montague, Charles H. Murphy, Jr., Wilton E. Scott, Robert V. Sellers, Chairman: Charles E. Spahr.

Mr. Chairman, I move the adoption of this report.

UNIDENTIFIED VOICE: I second

CHAIRMAN TRUE: Are there any additional nominations?

If not, those in favor of accepting the slate as proposed as a whole, please say, "aye." (Ayes). Opposed? (No response)

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The motion is adopted.

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The Agenda Committee has also held a meeting and Mr. Jake
Hamon will present that report.

REMARKS BY JAKE L. HAMON

MR. HAMON: Pursuant to a call for a meeting of the Agenda Committee by the Chairman and with the approval of Honorable Stephen A. Wakefield, Government Co-Chairman of the Committee, a meeting was held on July 16 to consider a study request letter from the U.S. Department of the Interior.

(1) Action was taken on a letter dated July 23, 1973, from Secretary of the Interior Rogers C. B. Morton to H. A. True, Jr. The letter reads as follows:

"Dear Mr. True:

"In his energy statement of June 29, the President announced additional steps being taken to conserve America's fuel supplies and their use, and called upon private industry to respond to the energy conservation directives with all the imagination and resourcefulness that has made this National the richest on earth.

"In December 1972, the National Petroleum Council submitted to me a comprehensive summary report on "U.S. Energy Outlook," the supporting detailed task force reports now being received for each fuel as completed. The results of this exhaustive work

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done by the energy industries has been of major value to the Department and other agencies of Government, shedding considerable light on the U.S. fuel supply situation in particular.

"In order to further assist us in assessing the patterns of future U. S. energy use, the National Petroleum Council is requested to conduct a study which would analyze and report on the possibilities for energy conservation in the United States and the impact of such measures on the future energy posture of the Nation.

"You are requested to submit a progress report by January 1, 1974.

"Sincerely yours,

/s/ Rogers C. B. Morton

"Secretary of the Interior"

The Agenda Committee recommends that the analysis be undertaken and it was unanimously agreed to recommend to NPC members the appointment of a committee to undertake the study requested by Sacretary Morton.

(2) At this same session, the Agenda Committee considered an additional request letter from Assistant Secretary of the Interior for Energy and Minerals Stephen A. Wakefield.

It reads as follows:

"Dear Mr. True:

inventories and storage capacity. This new report should emphasize the distinction between available stocks and those unavailable, and it should also provide, to the fullest extent possible, coverage on plans for new storage construction. Its findings will be a useful complement to the Council's investigation of emergency preparedness for interruption of petroleum imports. It would be appreciated if these findings could be completed for submission to the Department of the Interior by February 1974.

"Sincerely yours,

/s/ Stephen A. Wakefield
Assistant Secretary of the Interior

Again, the Committee recommends that this analysis be undertaken and that a committee be formed to comply with the request.

In complying with these requests the committees undertaking the studies should not suggest plans or programs.

I move the adoption of this report.

CHAIRMAN TRUE: All those in favor, say "Aye." (Ayes)
Opposed. (No response). The motion is adopted.

As you know, the Committee on Factors Affecting U.S.

Petroleum Refining issued a summary report at the last Council
meeting. To present a short progress report on the additional

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work being done by the Committee, I would like to present Vince Brown, the Secretary of that Committee.

REMARKS BY VINCENT BROWN

MR. BROWN: Mr. Chairman, Mr. Secretary and fellow members of the National Petroleum Council:

This morning, I would like to report to you the progress on the refining study which had been made since our last meeting in May. At that time, you approved the Summary Report which has been released in final form and has received substantial distribution.

as you will recall, the committee organization included task groups on economics, facilities and technology, and government policies which provided the analysis and data from which the Summary Report was prepared. Since May, these task groups have been documenting the methodology, data and illustrations of their analysis. This work is being currently combined into a comprehensive and cohesive document which the Committee on Factors Affecting U. S. Petroleum Refining hopes to approve for publication in the very near future. In addition, part of the Committee assignment was to update the refining portion of the 1967 NPC report, Impact of New Technology on the U. S. Petroleum Industry (1946-1965). A comprehensive and thorough evaluation of the current state of technology in the refining segment of our business has been completed and is currently being approved by the Committee

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for publication at a very early date. I think the publication of this document will be a substantial addition to the literature on the subject.

That, Mr. Chairman, completes my follow-up report. I would again like to express my appreciation to all those who are involved in the study for their time and effort.

Thank you.

CHAIRMAN TRUE: The Committee on Emergency Preparedness has been working for the past several months to provide an assessment of the U. S. capabilities to respond to a sudden but temporary denial of petroleum imports. Although more time will be required to complete the study, the Committee on Emergency Preparedness has compiled an interim report.

Carroll Bennett, Chairman of the Committee will present the report.

REMARKS BY CARROLL BENNETT

MR. BENNETT: Mr. Chairman, Mr. Secretary and fellow members of the National Petroleum Council:

In early 1973, the National Petroleum Council was requested by the Department of the Interior to make a comprehensive study and analysis of possible emergency supplements to or alternatives for imported oil, natural gas liquids and petroleum products in the event of an interruption of these imports into the United States. At the outset it was recognized that completion of this study would require about one year;

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however, the Secretary requested that the NPC present an Interim Report of its findings in July 1973. Copies of the proposed Interim Report were mailed to you last week.

The objective of this study is to assess the capabilities of the United States to cope with a sudden by temporary interruption of petroleum imports into this country and to review the options open to us to minimize the impact of such an interruption. It should be carefully noted that this is fundamentally a different condition from the current tight petroleum supply situation which exists domestically. Tight supply in this country results from trends which have been established over a period of years, and it is expected that these trends will persist during the next several years. This Committee, on the other hand, concerns itself with a sudden interruption of imports which is of limited duration.

short-term imports interruption are fundamentally different from those required to correct the long-term domestic supply situation. In the event of a short-term interruption of the magnitude specified by the Secretary of the Interior, it would be extremely difficult for the economy to readjust itself without resorting to energency measures. Measures which are applicable for short periods of time include substantial reductions in demand, emergency production measures and reliance on crude and products which have been stockpiled

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and maximum utilization of available alternate energy sources.

Obviously, these emergency measures can only be maintained for weeks or months rather than years.

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In response to the Secretary's request, the Council has been fortunate in having the active participation of some 20 council members on the Committee. The Committee has been abla cochaired by the Honorable Stephen A. Wakefield, Assistant Secretary of the Interior for Energy and Minerals, and assisted by a Coordinating Subcommittee, chaired by Dr. James S. Cross, Director, Economics and Industry Affairs, Sun Oil Company, and cochaired by Duke R. Ligon, Director, U. S. Office of Oil and Gas, Department of the Interior.

The purpose of the Interim Report is to present the preliminary findings of the Committee. Although the Committee's
study and final report will not be completed for several months,
it is believed that these preliminary findings will aid both
industry and government in their initial efforts to formulate
emergency preparedness plans. Again, it should be emphasized
that these are preliminary findings and that additional and
more detailed results will be presented in the final report.
The preliminary findings and conclusions of the Interim Report
are shown on this slide. (Slide 1 on.)

First, emergency measures for interruption of petroleum imports are not applicable to the Nation's tight supply problems.

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Secondly, the best way to minimize the impact of an imports interruption is to develop domestic energy resources to the maximum possible extent.

Thirdly, virtually no spare or marginal petroleum producing capacity exists in the United States today and creating
such a margin solely for emergency preparedness is not an
efficient use of resources.

Additionally, compliance with voluntary curtailment measures will be low. Mandatory measures, while more effective by definition, must be implemented with full cognizance of their downstream or secondary effects upon the domestic economy.

And finally, less wasteful and more efficient use of energy is the most cost efficient means of reducing demand.

(Slide 1 off.)

Areas of study for which significant findings can be reported include evaluations of savings through petroleum use curtailment which might be realized through voluntary or mandatory measures, estimates of emergency oil production volumes, and evaluations of the feasibility and cost of providing emergency standby petroleum supplies by storage or by restriction of domestic production. Jim Cross will review the specific progress of his Subcommittee shortly.

A review of existing emergency preparedness programs is one of the areas of study not yet complete. A preliminary

analysis indicates that a number of administrative and legal considerations are important to the development of emergency preparedness plans.

Increasing dependence on imported petroleum has created a new potential emergency situation. This new situation must be defined so that the need for emergency action can be determined and procedures developed for activating an emergency preparedness plan. The basic administrative machinery for emergency preparedness planning exists at the federal level. However, most of the existing plans relate to war conditions.

Specific actions which are needed are shown on the next slide: (Slide 2 on.)

O A critical review of the objectives, authority and organization of the existing emergency preparedness machinery in the light of an import interruption.

O A review and reconciliation of the potential conflicts between federal and state authority in the areas of resource conservation and regulation, and

O Initiation of cooperative planning efforts by government and industry.

To minimize the impact of an emergency interruption, it will be necessary to develop emergency preparedness plans which provide for reducing demand and increasing domestic supplies.

(Slide 2 off, Slide 3 on.)

Ultimately, the best way to minimize the impact of an

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imports interruption is to develop domestic energy resources to the maximum possible extent. It is important to recognize that the United States has vast energy resources which can be developed given the proper economic and regulatory climate. Their development will, however, require very large capital expenditures and lead times of 5 to 10 years before any substantial results can be realized. Because of these long lead times, it is imperative that positive steps be taken now to ensure the future availability of these reserves.

Unless greater priority is placed upon domestic energy development, the result will be continued delays which will contribute substantially to domestic supply shortages and will increase the Nation's vulnerability to imports interruption.

In preparing emergency preparedness plans, the Committee concludes that the following additional items must be considered:

First, that alternative methods of reducing demand must take into account the ultimate impact on the consumer and the economy. Moreover, regional differences must be considered.

Secondly, recognition must be given to the fact that conversion from petroleum usage to coal may involve conflict with existing legislation, particulary that which deals with local ambient air quality standards.

Thirdly, the Committee feels that emergency increases in production will require the establishment, in advance of

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interruption, of the rate and duration over which production, in excess of legally established maximum efficient rate, can be sustained. State and local regulatory agencies must be consulted and producer equities must be considered in any such plans.

Additionally, storage programs should be developed as part of an emergency preparedness plan. Local requirements may dictate differing regional storage needs.

The Committee feels strongly that whatever emergency preparedness plan is developed should have the objective of returning -- as soon as possible -- to a free market environment where economic incentives are adequate to encourage additional finding and development activities and reduce consumption.

And finally, the Committee concludes that restriction of production by either shutting in fields or proration is not an economically feasible emergency preparedness alternative.

Oil and gas from these sources would reduce U. S. dependence on imports or would make additional supplies available for storage.) (Slide 3 off.)

I would now like to call on Jim Cross, Chairman of the Coordinating Subcommittee, to report to you on the progress of his Subcommittees.

REMARKS BY JAMES S. CROSS

DR. CROSS: Thank you, Carrol. To implement the study

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requested by the Secretary of the Interior, the Committee on Emergency Preparedness organized a Coordinating Subcommittee to direct the work of Subcommittees on Emergency Petroleum Production, Fuel Convertibility and Energy Use Curtailment, and Logistics.

To respond adequately to the Secretary's request, the Committee concluded that it would be necessary to analyze the impact of an emergency under two basic conditions. The first condition is one in which the United States has only minimal opportunity to develop emergency preparedness plans and take positive steps, such as establishing emergency petroleum supplies to minimize the impact of an imports interruption. This condition is postulated by an interruption occurring on January 1, 1974, when it will be necessary to rely almost completely on existing administrative systems and physical facilities. The second condition is one in which the Nation has sufficient time to develop emergency plans and take positive steps to offset an interruption. A date of January 1, 1978, was selected as the earliest time by which significant protective measures could be placed in effect.

The next slide (Slide 4 on) shows the import disruption cases we are considering. The first case is a near-term, limited disruption of 1.5 million barrals of oil per day for 90 days. The second is also near-term, but of greater severity and length -- 3 million barrals per day for 180 days.

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The third case is representative of a significant import disruption occurring in the more distant future. As noted on the slide, each of these primary cases is being considered under conditions where the interrupted supply is all crude oil and where it is 60 percent crude and 40 percent refined products.

The next slide (Slide 5 on) shows a summary of the potential reductions in oil demand which could be available through use curtailment measures.

On an emergency basis, petroleum fuel usage could possibly be reduced in the range of about 1.2 million barrels per day to 1.6 million barrels per day in 1974 and 1.4 million barrels per day to 2.0 million barrels per day in 1978, with a combination of voluntary and mandatory fuel curtailment procedures. Rapid attainment of these reductions would depend on the ready availability of a standby gasoline rationing system that could be put into effect quickly.

The underlying analyses assume reductions from normal base demand levels. However, in view of the current tight supply situation, it is possible that the curtailment measures considered will have already been applied to some degree. If base demands are lower prior to the emergency, then reduction in oil demand would be correspondingly less than indicated. Voluntary items considered would require widespread public acceptance of the need for such actions

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and mandatory programs would require extensive pre-planning.

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voluntary gasoline curtailment items include increased car pooling, rescheduling truck deliveries to off-peak traffic hours and reduced recreational uses. With full public compliance, this approach could potentially decrease fuel consumption by 0.9 million barrels per day in 1974 and 1.1 million barrels per day in 1978. However, based on World War II voluntary curtailment experience, it is estimated that only 10 to 20 percent of the assessed potential reduction would be realized. Clearly, support for voluntary curtailment would require a massive public information program, widespread public conviction of the existence of a shortage, understanding of various gasoline conservation measures and willingness to apply them.

Other measures envisioned in the reductions shown in the slide include reductions in jet fuel demand through increases in aircraft load factors and operating altitudes and decreases in operating airspeeds; reduction in diesel fuel demand by reducing speed limits for trucks and buses; and reducing utility fuel requirements by less residential heating, cooling and lighting.

Important considerations in assessing energy-use curtailments in an emergency include (1) impact on the domestic
economy, (2) effects on public welfare, and (3) time required
for implementation. Analysis of the economic impact of
curtailments considered here has not yet been completed.

However, most of the measures noted should not be excessively burdensome to the economy or to public welfare, and can be quickly implemented.

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"Fuel Convertibility" refers to the ability of an energy using activity to shift from one form of energy input to another. The Committee is now attempting to determine the extent to which the effects of an oil import denial might be offset by such fuel conversions. Possibilities include the conversion of oil consuming facilities to use of coal and?or natural gas; other possibilities include increased use of electricity not derived from oil or gas.

coal is being investigated with the aid of a survey recently completed by the Federal Power Commission. Until these data are analyzed, only very tentative estimates can be made. It now appears that only about 250 thousand barrels per day could be saved by converting to coal in a short-term emergency. This relatively low figure results in large part from the fact that much of the former coal-burning and coal-handling facilities have been dismantled. It is also partially attributable to existing bottlenecks and deteriorations in the coal logistical system, as well as to mining limitations and the incompatibility of certain boilers and certain coals. These factors will be quantified as fully as possible in the final report.

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There are two means of providing incremental petroleum production in an emergency:

- Production of existing reserves at rates in excess of their legally established maximum efficient rates;
- 2. Production of the now shut-in naval petroleum reserves.

The emergency production volume from these petential sources are summarized on the next slide.

(Slide 6 on.)

These additional production levels require gas flaring and cannot be sustained for any significant period beyond 180 days due to the natural behavior of the reservoirs.

Additionally, these volumes are based on the following assumptions:

- Temporary emergency production above legally established maximum efficient rates would be allowed.
- 2. Emergency preparedness plans which define allowable rates of emergency production would be developed by the affected states prior to an emergency.
- Requisits field facilities modifications and expenditures are made.
- 4. Action is taken by the Federal Government to permit the production of petroleum reserves underlying the Naval Petroleum Reserve No. 1 located at Blk Hills, California, which would require a joint resolution of Congress.

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The potential volumes of emergency petroleum production shown for 1978 depend on planning and investments made prior to the emergency. The slide also summarizes the volumes and investments involved.

(Slide 6 off.)

The final area of study in which significant progress can be reported is that of storage alternatives. Given adequate planning and lead time, there are two basic methods which can be used:

- Direct storage of petroleum.
- Restricting domestic production until needed in an amergency.

Alternatives for storage of emergency petroleum supplies include:

- 1. Aboveground storage in steel tanks, or
- 2. Underground storage in salt domes, mined caverns or abandoned mines. Alternatives for the restriction of production consist of:
 - 1. Nationwide prorationing, or
 - Shutting in selected fields.

Any emergency standby petroleum supply system must meet two requirements: Pirst, it must include sufficient volume of crude oil or products to satisfy the need; and second, it must have the capacity to deliver this crude or product at the required daily rate. For example, if protection squinst

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3 million barrels per day interruption for 180 days is required, 540 million barrels of crude oil or product is needed, and more important, capacity must be provided to deliver the crude or product at a rate of 3 million barrels per day.

The alternatives which involve maintaining reserves in the ground by restricting production have the disadvantage of requiring a large total volume of reserves to provide a desired daily producing capacity. This results from the basic mechanism of fluid flow in petroleum reservoirs. Assuming an R/P of eight, protection against a 6-month, 3 million barrels per day interruption would require 8.8 billion barrels of shut-in reserves.

Although some field can and do produce at lower R/P's, it is doubtful if enough of these type reserves exist to provide an appreciable amount of shut-in protection.

On the other hand, storage requires producing and transferring only the needed volume of oil into storage where it can be delivered at very high rates when an emergency occurs. For example, in comparison to the 8.8 billion barrels requirement mentioned for shut-in reserves, only 540 million barrels is required to provide protection against the 6-month, 3 million barrels per day interruption.

Based on the results of this study, the storage of large volumes of crude and/or products in leached salt dome cavities is the least expensive storage alternative, and the technology has been developed and is applied extensively. Aboveground

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storage in steel tanks may be preferable for specific conditions, and while more expensive than salt dome storage, it is considerably less costly than the shut-in alternative.

That completes my progress report, Carroll, and I appreciate this opportunity to report on the progress of the Coordinating Subcommittee.

MR. BENNETT: Thank you, Jim -- your groups have indeed made a great deal of progress.

I would like to remind the members of the Council that much work remains to be completed and that our final report is not expected to be ready for several months.

Mr. Chairman, that completes by presentation, and I should now like to move for approval of this Interim Report of the Committee on Emergency Preparedness by the membership of the National Petroleum Council.

MR. HAMON: I second.

CHAIRMAN TRUE: Is there any discussion?

(No response).

CHAIRMAN TRUE: I will hear the ayes.

(Ayes.)

CHAIRMAN TRUE: Any opposed?

(No response.)

CHAIRMAN TRUE: Thank you very much. Thank you Carroll and Jim for your remarks. I know that the Committee will continue to provide valuable information as it moves toward the

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completion of its work. Gentlemen, we were all saddened by the untimely death of our colleague, George F. Getty. Ernest B. Miller will present a Memorial Resolution to him.

MEMORIAL RESOLUTION TO GEORGE F. GETTY

BY ERNEST B. MILLER, JR.

MR. MILLER: The members of the National Petroleum Council note with deep regret the passing on June 6, 1973, of their distinguished colleague, George F. Getty II.

Having entered the oil industry as an independent operator in 1947, his interests and activities during his years in the industry spanned the globe.

The depth of his leadership may best be illustrated by the activities he undertook in business and civic affairs. A valued member of the Council for 11 years, George Getty also served the industry as a director of the American Petroleum Institute, and of Getty Oil Company. A reserved man in his business dealings, his efforts on numerous National Petroleum Council committees earned our respect and gratitude.

Today the members of the National Petroleum Council pay tribute to the memory of George F. Getty II, a true leader of the industry. We extend our profound sympathy to his wife and children. His advice and leadership will be missed.

Now, therefore, be it resolved on the 24th day of July 1973, the city of Washington, D. C., that this resolution be entered upon the permanent records of the Council and an

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24 25 appropriate copy thereof be delivered to the family of George F. Getty II as a remembrance of the affection and respect which we shall always have for him.

I recommend the adoption.

CHAIRMAN TRUE: I recommend we unanimously accept and adopt this Resolution and stand for a moment of silence.

(Moment of silence).

CHAIRMAN TRUE: Thank you, Ernie. I know we all feel a sense of loss at his passing. Now, under other matters, Co-Chairman Stephen B. Wakefield had a letter of business which not all of the NPC members will find close to their hearts.

MR. WAKEFIELD: I think since the inception of the National Petroleum Council in 1947, that Wylie Whishonant has never missed a meeting and even though he had retired, he still returns for the Council meetings. It is, therefore, the appropriate forum, therefore, for the presentation of this recognition of his exceptional service to the Department of the Interior.

CITATION FOR MERITORIOUS SERVICE - WYLIE WHISHONANT
*In recognition of the exceptionally dedicated service
to the Department of the Interior.

"Mr. Whishonant began his government career with the Department of the Interior in 1935. He entered the Government service as an Assistant Messenger and rose

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to the position of Assistant Administrative Officer (Property Management and Office Services) in the Office of Oil and Gas.

"Mr. Whishonant has made many outstanding contributions

in the administrative field during his career.

"He always displayed unusual resourcefulness, initiative, competence and tact in carrying out assignments. One of his major accomplishments was the assistance, cooperation and service rendered during serious emergencies in World War II with the Petroleum Administration for War, the Korean War with the Petroleum Administration for Defense, and numerous Middle East

"The kindness and spirit of helpfulness that
Mr. Whishonant exhibited in government-industry working relationships won him the respect and affection of
all concerned. In recognition of his wholehearted
dedication to his career as a public servant and
the oustanding example he set for his fellow employees,
through his government service, Mr. Wyle H. Whishonant
is granted the Meritorious Service Award of the
Department of the Interior."

Signed, Rogers C. B. Morton, Secretary of the Interior*

MR. WAKEFIELD: We have for Wylie, in addition to the

Letter from Secretary Morton which I just read, an Honorable

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Award Certificate, a tie tack and a medallion of the Department for meritorious service.

MR. WHISHONANT: Mr. Secretary, members of government, members of the industry, this is one of the most delightful moments of my life. If it had not been for your cooperation and Divine Guidance, I never could have come to this point in life. However, there are many of you that have been helpful to me, and I will assure you as long as life shall last, if there is anything I can do along life's highway for you, call on me. There is one individual in here that has been most helpful to me during all of my career, and I would like, Mr. Chairman, if it is permissible to have this individual stand. I would like Mr. Bruce K. Brown to stand.

He has been a wonderful help to me. He has been like a father to me. He taught me how to write with both hands at the same time.

There is only one thing I would like to ask of the Council, that they would permit me to get a miniahure rig, drilling rig, or a miniature boat to carry oil, so that I can become an honorary member of the Council.

(Applause)

CHAIRMAN TRUE: Thank you, Steve, and thank you and congratulations to you, Wylie.

Are there any other matters to be brought before the Council?

I would like to announce that a short press conference will be held in this auditorium immediately following the meeting. For this reason, we would appreciate it if the room would be cleared as quickly as possible.

If there is no further business, the meeting stands adjourned.

(Meeting Adjourned).

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